

War on Hunger

A Report from The Agency for International Development

THE COMMITTEE ON THE WORLD FOOD CRISIS



*"Food and assistance in development
of Agriculture, Commerce and Industry...
so this child can live and eat in peace..."*

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COVER: Vice President Humphrey addresses War on Hunger Conference (above); Robert M. Koch (right), Executive Director of the Committee on the World Food Crisis, congratulates Andres de la Cruz (left), prize-winning rice farmer, as Dr. Dioscoro Lopez Umali, Philippine Undersecretary of Agriculture, looks on.

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WAR ON HUNGER



War on Hunger

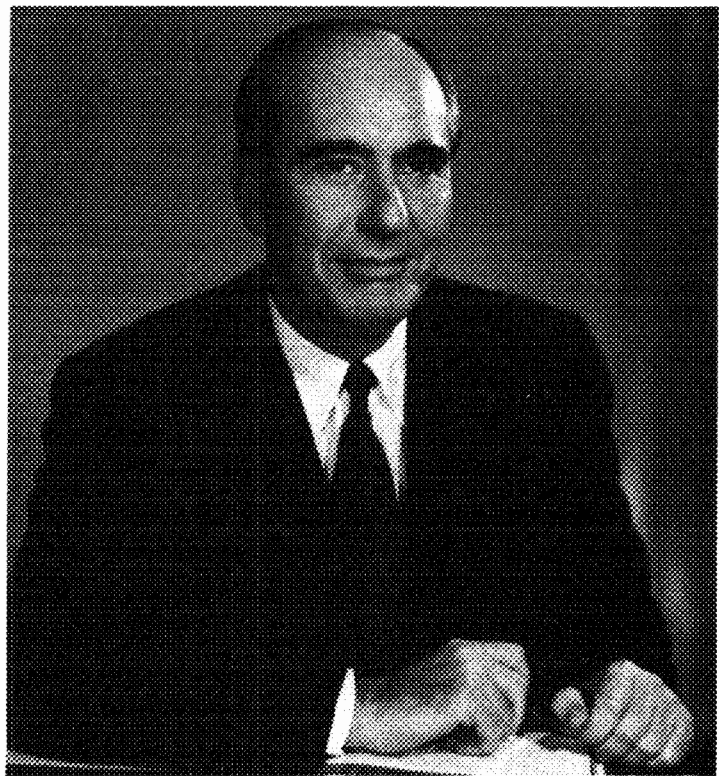
A Report from The Agency for International Development

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Agency for International Development.

William S. Gaud, Administrator

Irwin R. Hedges

Acting Assistant Administrator for War on Hunger



George D. Woods retired in March after distinguished service as President of the World Bank and its affiliated organizations, the International Finance Corporation and the International Development Association. His "Comments on Development," drawn from his depth of experience in development finance, are abridged from an address delivered on February 9, 1968, to the United Nations Conference on Trade and Development, in New Delhi.

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Readers are invited to submit news items, original manuscripts (including speeches) and photos on any aspect of the War on Hunger. Contents of this publication may be reprinted or excerpted freely.

SOME COMMENTS on DEVELOPMENT

By George D. Woods

There is widespread agreement, in the rich countries as in the poor, that the advance of the developing countries is of first importance to mankind. But I am afraid that the record shows that the agreement still needs to be nurtured by decisions and deeds—by the rich and the poor—to give it reality and substance.

The basic reason may be that vast force in human affairs which is called inertia. Social values are slow to change; and the institutions that give them expression are slower still. Few institutions deliberately seek innovation; many, to say the least, shirk the ordeal of changing themselves in order to respond more quickly to changing human needs. And inertia, it seems to me, can only be overcome by perception: the leaders of both the prosperous and the poor countries must now grasp fully the nature of the situations that confront them.

For the less developed countries, it is earlier in their evolution, and there is much more to be done, than many of their governments are aware. On the face of our planet today, perhaps a billion people live in countries that have modern economies, in countries whose societies are largely agreed on political forms and social objectives, in countries where, broadly speaking, progress toward those objectives is continuous. That leaves more than two billion people living in countries that are still facing the travail of economic and social transformation. Some of these countries are well along; and we can predict with some confidence that they will achieve stable societies and a relatively high standard of living within the next 30 or 20 years or even less. But other countries have scarcely begun the process: most important, some have still to achieve some semblance of political stability.

True Independence Is the Goal

Every developing country, by definition, is still nation-building. Its main task is to become truly independent—not in a narrowly nationalistic sense, but in the sense that it is making the most of its resources for the good of its people, and that the nation itself, far from being dependent for direction and momentum on external forces, is a self-starting society in which the individual citizen has opportunity to develop his own creative and constructive possibilities.

Many countries fail to meet this ideal by the simplest possible test: they cannot feed themselves. I do not contend that any nation can or should achieve perfect, self-contained sufficiency in agriculture. But about 40 developing countries are net importers of food. The underdeveloped world imports \$4.5 billion worth of food a

year. So long as the poorer nations must continue to spend large amounts of precious foreign exchange on food imports, they are going to have to skimp on imports of the capital goods needed for development. It is abundantly clear that the underdeveloped countries must achieve much greater agricultural productivity if they are going to become modernized.

If one hallmark of the less developed countries is that they are hungry, another is that they have the highest rates of population increase in the world. As an exercise in simple division, this depresses per capita income and standards of living. Even in countries not now overpeopled, the rapid growth in numbers works further damage to the dynamics of development: at the same time that it greatly increases a society's needs for the bare necessities of food, shelter, and clothing, and for capital investment in schools, hospitals, and elementary services, it seriously diminishes the ability to produce a surplus, to save and to invest in the expansion of production and the growth of income.

Of all the problems of the less developed, rapid population growth may be the most stubborn; it is certainly not easily within reach of pressures and inducements of the kind that governments are able to provide. Some underdeveloped countries now are beginning to show what they can do; and if the problems can be met on a far wider scale, economic prospects of the less developed countries will become far more encouraging.

Later Than They Think

The high-income countries, no less than the developing ones, stand in need of a new perspective. For them the time is *later* than they seem to think. The world is already on the way to new extremes in the imbalance of population and income. The swift movement of these trends is not being adequately recognized in the priority accorded to development finance among the other claims on the energies and resources of the high-income countries.

Changes in population have been striking since the end of World War Two and are proceeding at an accelerating speed. The proportion of the world's population that lives in less developed countries, as compared with the number living in high-income countries, today is about two to one. Present trends would raise the ratio as high as three to one by the end of this century.

While the populous countries are rapidly becoming more populous, it is likely that the prosperous countries will go on becoming much more prosperous. On the basis of reasonable estimates, the gross national products

of the high-income countries, which today total around \$1,500 billion, will at least quadruple, to a figure of \$6,000 billion or more by the end of the century.

The inescapable conclusion is that if we are to prevent an intolerable economic and political fission of the world, the development of the poorer countries requires a more effective and constructive participation of the developed nations on a high-priority basis.

Policies Mirror Narrow Concerns

Present policies of development assistance show too little recognition of this fact. The high-income countries do not seem to be thinking about tomorrow. Their aid policies have tended as much to mirror their own narrowest concerns as to focus effectively on the situation of the developing countries and its long-term meaning for the world as a whole. It is possible to overstate the case, but nevertheless it is true that up to now, bilateral programs of assistance have had as one of their primary objectives helping the high-income countries themselves; they have looked forward toward financing export sales, toward tactical support of diplomacy, toward holding military positions thought to be strategic.

These policies have not opened the window on a clear view of the tasks that ought to be undertaken in the less developed world. They have tended to distort assistance in favor of things rather than people. They have favored big construction which has required sales of big items of heavy equipment; they have delayed the attack on the fundamental problems of agriculture, of population growth and of education. They have obscured important differences in the developmental problems of different countries and regions—between the tasks to be undertaken, for example, in Latin America and those in Africa south of the Sahara. Some aid has not only failed to be productive: by doing the wrong thing at the wrong time, by making the wrong use of the slender resources available, at times it may actually have retarded economic growth.

Three Basic Changes

It is time to consider basic changes. I shall mention just three.

Development assistance must, first of all, turn away from expediency and toward effectiveness. It must show a much greater skepticism about the extent to which the technology of the high-income countries can simply be transferred to the underdeveloped. It has been a long and painful experience to discover that the development of agriculture in the poorer countries requires different techniques from those used elsewhere. It is already evident that political institutions undergo a sea change when they travel from the countries which gave them birth: it may well be that forms of industrial and social organization, likewise, are not so transferable as we now suppose. Development finance must therefore demonstrate a greater regard for important national, cultural, and regional differences that make the problems in each developing society unique. Development assistance must be much more concerned with helping the poorer countries evolve the technologies and build the institutions

appropriate to their own circumstances.

The second change needed is toward a greater modesty and realism in expectations. There is no such thing as instant or painless development. Development requires deep-seated changes; these are not only going to take time, as more and more people are beginning to realize, but they no doubt will lead to continuing turbulence and even violence. For this, the nations providing assistance must realistically be prepared; they must not be easily discouraged or deterred.

The third and immediate change needed is improvement in the amounts and terms of capital transfers. So far from keeping pace with what needs to be done, the amount of these transfers has tended to stagnate. Moreover, in many cases, capital is being transferred on terms that will eat heavily into the capacity of the receiving countries to finance future growth.

Too Much . . . Too Little

At the present time, some of the principal aid-giving countries are in the worst possible position: they are giving amounts of aid sufficiently large to irritate their own national legislatures, but too small to help accomplish real economic progress. No businessman would deliberately make less investment in an enterprise than was necessary for its success, or on terms that would cloud its prospects; but that is what the developed countries, as a group, are doing today. If there is anything we should have learned by now, it is that we should make the most of our opportunities: the response to good performance in a developing country should be massive applications of development finance to multiply production and achieve lasting economic momentum.

There is evidence that the attitude of some high-income countries toward development assistance is beginning to change. Recently, the governments of Canada, Denmark, Germany, Japan, the Netherlands and Sweden have reached decisions to increase their budgets for development assistance, in some cases by as much as 25 percent annually over the next few years. Another step now well advanced is to increase the resources of the World Bank's affiliate, the International Development Association (IDA).

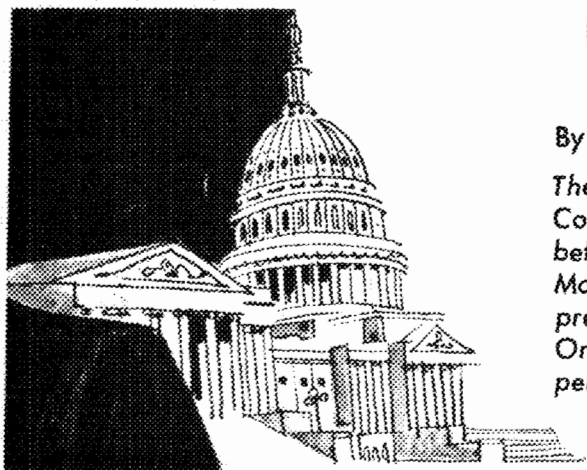
But these are only thin streaks of light on a grey horizon. It is clear enough that the targets for development assistance often stated by the high-income countries, and thus far achieved only by France, cannot be reached until well after the end of this Development Decade of the 1960's, and then only if the tempo of increase quickens.

Development Study Needed

It is still my opinion that the developed countries would materially benefit their own interests if they could achieve a unified and consistent perspective of the problems of growth in the less developed countries and of the importance of that growth to their own well-being. For that reason, I have suggested that a group of leaders of intelligence, integrity, and prestige be brought together for the purpose of studying the consequences of

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WAR on HUNGER on the HILL



By William S. Gaud, Administrator, Agency for International Development

The foreign aid authorization bill has begun its annual journey through Congress. William S. Gaud, AID Administrator, opened the hearings before the House Foreign Affairs Committee, headed by Rep. Thomas E. Morgan, (Dem.-Pa.) on February 28. In this statement AID, for the first time, presented the proposed funding levels for each country for a fiscal year. On the following day, the Administration provided additional details pertaining to the War on Hunger.

FOOD and PEOPLE

Not long ago most people were unaware that the world faced a food crisis. But this is no longer the case. And, happily, the means are clearly at hand to deal with the problem. New seeds, more fertilizer, effective pesticides and insecticides, the better use of water, farm credit, price incentives, better storage facilities, improved marketing and distribution facilities—these can produce the kind of agricultural revolution that is needed. The only question is whether the world will take advantage of the opportunity which lies before it.

New Seeds

More people in the world eat rice than any other food. They live mostly on rice and about 80 percent of them spend most of their time growing it. They do not grow enough, but this is beginning to change. . . .

Use of new rice strains is spreading fast. It is estimated that a million acres were planted to IR-8 [a new variety developed in the Philippines—see *War on Hunger*, January, 1968] for the winter crop in India—with further expansion in acreage expected for the next season—and that between 1 and 1.5 million acres of IR-8 will be grown in Pakistan in 1968. Extensive planting of the new varieties is also going forward in Indonesia, Malaysia, Vietnam and Laos.

High-yield varieties of wheat, corn, sorghum and millet have likewise been developed in recent years. The best known of these are the "Mexican wheats" which boosted total production in Mexico from 330,000 metric tons in 1943 to more than 2,200,000 metric tons in recent years, with acre yields rising from 11 bushels to 40.

FUNDS and PROGRAMS

The President this year is requesting \$2.498 billion for economic aid—\$132 million less than he requested last year—and \$420 million for grant military aid. I would like to tell you how the AID request was arrived at.

Each of our overseas missions, following policy instructions and guidelines from Washington, prepares a proposed Country Assistance Program. It is reviewed and approved by the Ambassador before being sent to AID in Washington.

In Washington, the Country Assistance Programs are subjected to intensive review by AID and other agencies such as the Department of State, the Department of Defense, the Treasury Department, the Department of Agriculture and the Bureau of the Budget. Following these inter-agency reviews, I make up the budget proposal and submit it to the Bureau of the Budget. This year, the budget was also reviewed by a special inter-departmental task force chaired by the Under Secretary of State before it was sent to the Bureau of the Budget. Represented on this task force in addition to AID and State were Treasury, Defense, Agriculture, HEW and the Bureau of the Budget.

The Director of the Budget reviews AID's proposal, discusses it with the Administrator of AID and then makes his own recommendation to the President.

The outcome is the request before you—\$2.498 billion. In the process of review, about \$800 million was cut from the level first recommended in the Country Assistance Programs.

This is a tight budget tailored to fit a tight situation. Particularly in view of the cuts in the FY 1968 budget, we believe it is the minimum necessary to support the development momentum now underway in the developing world.



William S. Gaud AID Administrator.

In 1967, India released eight new adapted wheats for commercial use. They were produced by crossing Mexican wheat with local strains. In 1967 these new wheats were harvested from 700,000 irrigated acres. This year, India expects to plant more than 5 million acres. Another 10 million acres will be seeded with high-yield rice, corn and sorghum.

In 1966 AID financed enough new wheat seed for Pakistan to plant about a quarter million acres. Yields doubled over conventional varieties. In May of 1967 Pakistan had some 600,000 acres in the new wheats, with an estimated 3.5 million acres planned for the 1968 crop. In the past 18 months Pakistan has bought 40,000 tons of new wheat seed—the largest such purchase in history. Pakistan is planning to achieve sufficiency in food grains by 1970, and has an excellent chance of doing so if—as seems most likely—her farmers continue to respond to the incentives offered by these new high-yielding varieties.

In Turkey, it has been demonstrated that the new wheats can increase yields by two and three times. In the autumn of 1967 the Government used a \$3.45 million AID loan to undertake a large new program to

expand wheat production. Twenty thousand farmers in 20 provinces received some 17,000 tons of high-yield seed and over 220,000 tons of fertilizer. One-third of Turkey's coastal wheat growing area will be planted to the high yielding varieties for harvest in 1968. Overall production this year may go up by more than a half-million tons.

The productivity of these new seeds has already been proved. But more adaptive research and effective crop disease detection are essential if high yields are to continue. In these fields AID can and does render important technical and research assistance.

More Fertilizer

Fertilizer—its production, distribution and use—is essential for increased food production. Seeds—and all the other ways of increasing yields—are almost useless without enough fertilizer. And the new wheat and rice varieties all require far more fertilizer than the traditional varieties.

AID's help is critical, both to finance fertilizer imports from the United States and to help increase local fertilizer production. . . .

By 1980, the world demand for fertilizer will probably increase two and one-half times. This is why fertilizer is rapidly becoming the largest single element in the AID program. This is why AID is backing a growing number of American companies—Gulf, Skelly, Indiana Standard, Swift and others—in their efforts to put up fertilizer plants in countries which are seeking to meet food deficits by expanding fertilizer production. And this is why we are planning Development Loans and Alliance Loans for imports of U.S. fertilizer in FY 1969—\$200 million for India, \$40 million for Pakistan, and lesser amounts to Brazil, Chile, Morocco and Tunisia.

Improved Methods—Sound Policies

New seeds, more fertilizer, better water management, improved pesticides and insecticides—these are important weapons in the fight to achieve self-sufficiency in food production. But they will not do the job alone.

Not only must these be available

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*Representative Thomas E. Morgan
Chairman Foreign Affairs Committee*

You are all familiar with the basic principles on which this program operates:

- AID assistance encourages and is conditioned on *self-help*. Self-help leverage and the resources we provide multiply the development impact of our aid.
- AID works in partnership with *private enterprise and institutions* to speed growth in the developing countries by encouraging American private investment, by supporting the efforts of private American institutions, and by developing strong private sectors.
- AID continues to make progress in limiting our impact on the *U.S. balance of payments*. In FY 1967, direct dollar outflows resulting from AID programs were reduced to \$290 mil-

lion. In FY 1969, direct outflows attributable to AID will total about 6 percent of our expenditures, \$130 million. Some \$220 million of principal and interest repayments on outstanding loans will more than offset this outflow.

The Program for FY 1969

We propose programs in 55 countries compared with 64 in FY 1968. In addition, a number of African countries will be eligible for small self-help funds.

Most of the funds requested will be spent in relatively few countries. The following 15 will get nearly 90 percent of all country program funds:

Bolivia, Brazil, Chile, Colombia, Dominican Republic, India, Indonesia, Korea, Laos, Pakistan, Peru, Thailand, Tunisia, Turkey and Vietnam.

Eight of these countries (India, Pakistan, Turkey, Korea, Indonesia, Brazil, Colombia and Chile) are scheduled to get more than four-fifths of development loan country programs. Four of them (Vietnam, Korea, Laos, and Thailand) are expected to get 95 percent of all Supporting Assistance.

Development Loans

The President is requesting \$765 million for Development Loans—\$9 million less than last year's appropriation request. This amount plus repayments on prior loans and estimated deobligations will fund a Development Loan program of \$850 million made up as follows:

(In Millions)	
Near East and South Asia	
India	\$408
Pakistan	177
Turkey	60
Jordan	15
	<hr/> \$660
East Asia	
Indonesia	\$55
Korea	40
Philippines	5
	<hr/> \$100

Africa	
Regional	\$34
Tunisia	20.5
Ghana	15
Four other African Countries	20.5
	<hr/> \$90

I will refer briefly to only a few of them.

The three major countries of the *Near East South Asia* region—India, Pakistan and Turkey—are scheduled to receive three-quarters of all Development Loan funds. Nearly half the people AID seeks to help live in these three countries.

Our assistance is channeled through multilateral consortia, led by the World Bank for India and Pakistan and by the Organization for Economic Cooperation and Development (OECD) for Turkey. Through these consortia AID works with European donors and international aid institutions to focus influence and assistance, to support development programs effectively, and to encourage needed self-help. The countries themselves provide the bulk of development investment (92 percent in Turkey, 78 percent in India, and 64 percent in Pakistan). AID has provided less than half the critical margin of outside aid over the last few years.

India, spurred by a record 95 million ton wheat crop, better agricultural policies, and a more pragmatic approach to current economic problems and longer-range development planning, has the opportunity to break through to a significantly higher growth rate than in the past.

It will take more outside aid than we could provide in FY 1968 to achieve this breakthrough. We propose to make available \$408 million in Development Loans:

- \$200 million for imports of fertilizers from the United States (India will purchase another \$200 million worth of fertilizer with other funds);
- \$20 million for imports of better seeds and pesticides;
- \$23 million for development projects, including \$15 million

to help finance a new fertilizer plant;

- \$165 million for raw materials, spare parts and equipment needed for industrial production—mostly in the private sector.

Expanded industrial production is needed to meet increased demand for goods generated by this year's bumper crop. Both sides of the economy—industry and agriculture—must expand if India is to move to a higher growth rate. Without these imports—and those provided by other donors—the economy will fall back toward stagnation.

Pakistan is making steady development progress. The development budget has been increased and agricultural progress is at the point where self-sufficiency in food grains looks only a year or two away. A vigorous family planning program is underway and private investment is steadily expanding. \$177 million is proposed for Development Loans. Non-project agricultural and industrial production loans of \$140 million will support:

- increased use of fertilizer; only 30,000 nutrient tons were used in 1960, more than 420,000 tons are needed in FY 1969;
- Pakistan's trade reform program; raw materials and spare parts are needed by private firms to increase production above its current level of 60 percent of capacity.

\$37 million in project loans are planned for agriculture, water development and transportation.

Turkey is making good use of aid. Her gross national product has grown on an average of 6 percent a year since 1962, industrial output has grown 9 percent per year, and food production is growing faster than population. By the early 1970's, Turkey plans to reach the point of no longer needing concessional economic aid. We believe that \$60 million—as compared with \$55 million in FY 1968 when funds were extremely tight and \$130 million in FY 1967—is a minimum Development Loan level for 1969.

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Philippine Rice Achievement H at War on Hunger C

The Government and the people of the Philippines were honored for "outstanding success in expanding rice production" during the Second International Conference on the War on Hunger, held in Washington on February 20.

A citation from the sponsoring Committee on the World Food Crisis praised Philippine President Ferdinand E. Marcos for his "vigorous leadership" and noted that the island nation's self-help efforts in agricultural development have set an example "for the people of other food-deficient nations."

The presentation of the award highlighted a day-long meeting which reflected a feeling of cautious optimism that the War on Hunger can be won in time to avoid massive starvation in the developing nations.

Accepting the award on behalf of President Marcos was Dr. Dioscoro Lopez Umali, Undersecretary of Agriculture for the Philippines, and Andres de la Cruz, a prize-winning rice farmer who increased his income from \$63 to \$725 per crop of rice grown on 1.8 hectares of land through planting the "miracle rice," IR-8, developed by the International Rice Research Institute at Los Banos in the Philippines.

Dr. Umali

Dr. Umali told the delegates at a luncheon meeting that "perhaps it is only fitting that we give the larger share of the honor to the farmers. . . . Rice cannot be grown in a Cabinet meeting, or in a bank or in an agricultural store. It can only be grown by farmers. The Filipino farmers were the ones who took the chances, got into the mud, sweated in the sun, and finally grew the rice. The Filipino farmers, therefore, are the ones who are making the Philippines self-sufficient in rice."

Dr. Umali noted that the Philippines expects to have surplus rice stocks of 475,000 metric tons by the end of June. "Our production has placed 109 grains of rice on the national plate where there were 100 grains the year before. Now, we stand a better chance of coping with our population explosion of two babies per minute."

The Vice President

Vice President Hubert H. Humphrey also hailed the progress made in agriculture by the developing nations. "Farmers from Turkey to India this year harvested millions of acres of high-yield Mexican wheat developed by the Rockefeller Foundation—a scant three years after its introduction. Improved rice varieties developed at the International Rice Research Institute in the Philippines are now being adapted for use in over 20 major rice producing countries and promise to triple or quadruple yields. We can expect our laboratories and experimental farms to offer more technological progress in the future. But the real challenge before us today is to get the benefits of what we already know into the hands of the farmers and the mouths of their children."

Mr. Humphrey called the Food for Freedom program "surely one of the most enlightened documents in the bleak annals of international relations. We must pass it. There is also the President's request for a foreign aid authorization. Fully one-half of the development aid in that request will be devoted specifically to War on Hunger. We must pass it. We have the chance to be remembered in history as the generation that finally decided to make its commitment to security and development for all mankind—and to make an adequate diet the right of every child."

Secretary Freeman

The success story of Philippine rice production highlighted reports of agricultural achievements in other countries. Secretary of Agriculture Orville L. Freeman noted that the past year was "one of record output for world agriculture, and, significantly, a record for the developing countries of the world. . . . Most of the developing countries with large populations—notably India, Pakistan and Brazil—made substantial gains in the production of grain and other foods."

And while the self-help emphasis of Public Law 480 was not directly responsible for what would have been a good crop year in any event, Secretary Freeman told the luncheon conferees that "a good crop was made better in many countries because they put the technology and techniques required by P.L. 480 agreements to use. India, for example, expecting a record harvest of about 95 million tons of food grains, has sharply increased its development spending (including foreign exchange) in agriculture; it has doubled its use of improved, high-yielding seed and almost doubled the availability of fertilizer—and still fertilizer demand has outrun supply."

The Secretary said that these are "hopeful signs, pointing toward a destination that remains a long way off." He concluded that he was "completely persuaded that the War on Hunger can be won."

OAS Ambassador Linowitz

Ambassador Sol M. Linowitz, featured speaker at the closing banquet, also foresaw hope for solving the food population equation.

Ambassador Linowitz noted that "every 10 to 15 years, our store of scientific and technological knowledge doubles. Unfortunately, we cannot say the same thing for human

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wisdom. And the difference between what is technologically feasible and what is politically possible may spell the difference between world plenty and mass starvation. As of now, in 1968, the United States and the other developed nations possess the knowledge, and the technology, to solve the food-population gap. They can, at some sacrifice, amass the capital required so solve it.

"But the big question remains: Have we—and the other developed and affluent nations—the will and the tenacity and the courage it will take to do so? Are we up to waging this War on Hunger in the knowledge that it will be long and costly? Do we understand there is no guarantee that it will win friends or influence people; that it may very well, in fact, win us short term criticism and rancor? And do we understand that if the War on Hunger can be won, the human race can survive on this planet—and that is a goal worth striving for?"

Irwin R. Hedges

Irwin R. Hedges, Acting Assistant Administrator of the War on Hunger, AID, described the functions of the office he heads.

"War on Hunger activities must mesh with the other programs of economic aid," he said. "They must fit within the whole framework of assistance to be meaningful, and most important of all, be supplementary to the self-help efforts of the countries receiving aid . . . the agricultural development of a country must be closely tied to its overall economic development, to its financial, industrial, education and social progress."

Lester R. Brown

Lester R. Brown, Administrator of the Department of Agriculture's International Agricultural Development Service, told the assembly that



Mr. Humphrey and Philippine guests Andres de la Cruz, Agriculture Undersecretary Umali, and Charge Jose Imperial (l. to r.)

"we may be on the threshold of an agricultural revolution in many of the hungry, densely populated countries of the less developed world, particularly in Asia. Further, we are witnessing some advances in food technology which, if commercially feasible, can make quality diets available to millions at much lower costs.

. . . The new food grain varieties are far more than just another technological breakthrough—they may be to the agricultural revolution in Asia what the steam engine was to the industrial revolution in Europe. In addition to their influence on production, the new varieties are playing a critical role as a catalyst, causing farmers to break with tradition and reconsider their agricultural practices."

Roger Revelle

Dr. Roger Revelle, Director of Harvard University's Center for Population Studies, said "it seems clear that both birth control programs and programs for increasing food supplies are essential during the next 20 years, and that neither will succeed without the other. Increase of food supplies, because it involves over-all economic development, will involve very large capital investments probably a transfer of \$5 to \$10 billion more per year from the rich countries to the poor ones than is now the case, and a very high level of technical assistance in research,

experimentation, education, and expert advice. Programs for direct fertility control are probably much less expensive, but total real costs will be high if the desired lowering of birth rates depends both on the spread of contraceptives and on an increasing food supply."

Paul H. Todd

Paul H. Todd, Jr., Chief Executive Officer of Planned Parenthood-World Population, declared that "the gap between the rich and the poor nations will only be closed if the poor nations can reduce their rates of population growth to those of the rich nations. Therefore, family planning programs are recognized as a prerequisite of increasing economic and social strength of the individual family here at home as well as increasing the economic and social strength of nations abroad. . . . We must constantly make certain that family planning programs do not become the poor stepchild of other more glamorous and costly undertakings. They require their own explicit recognition, for although the immediate expenditure of a few billion dollars for food may be required to avert today's hunger, the enlargement of the \$35 million authorized for family planning is the absolute prerequisite to prevent famine tomorrow.

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Dr. Ravenholt is Director of the Population Service of the Office of the War on Hunger, Agency for International Development. This article was adapted by Dr. Ravenholt from a paper presented jointly by him and Joseph A. Cavanaugh, Ph.D., Chief of the Manpower and Research Division of the Population Service, to a meeting of the Population Association of America in New York, December 30, 1967.

Part One: Policies on Family Planning

Just as a container may be called either half-empty or half-full, so there are two ways to describe the world's progress toward policies and programs to deal with the population crisis:

—agonizingly slow when measured by the magnitude of the problem and the need for rapid solution;

—remarkably fast when viewed in historical perspective.

Our perspective on the present problem goes back to the beginning of this century, when a few keen observers took note of what was then only a small cloud on the demographic horizon. During the last two decades the cloud has swiftly drawn closer; today, its shadow looms large on the sunlit field of human health and happiness. The population crisis is a dominant concern of all who seek to maintain and improve public health and world peace.

Rapid reduction in death rates and continuation of high fertility rates have resulted in a population explosion, or—more accurately—an acute state of population disequilibrium, which is reverberating around the world and is provoking an intense adaptive response. In the brief time span of just one year there appeared at least five landmark affirmations of support for world action to lower the birth rate by extension of family planning, and thereby achieve a new demographic equilibrium:

- December 10, 1966: The first World Leaders' Declaration on Population, asserting belief in family planning as a human right, was presented to the United Nations, signed by 12 Heads of State.

- December 17, 1966: The General Assembly of the United Nations

An Overview of Population and Programs in

By R. T. Ravenholt

unanimously adopted a strong resolution supporting forthright action by the U.N. organizations toward extension of family planning and solution of the world population crisis.

- March 28, 1967: Pope Paul VI issued an Encyclical Letter, "To the Bishops, Priests, Religious, the Faithful and to All Men of Goodwill—on the Development of Peoples," in which a section on demography affirmed "the right of public authorities to develop population and family planning programs, in conformity with moral law, and the rights of parents to decide on the number of their children."

- September, 1967: Representatives of 16 Latin American governments met in Caracas to discuss population policies in relation to national development. The meeting recommended that adequate family-planning information and medical services be made available to persons at all social levels, "in accordance with the inalienable right of families to decide on the number and spacing of their children."

- December 11, 1967: The World Leaders' Declaration on Population, now signed by 30 Heads of State, including 19 developing countries, was presented to the United Nations.

Affirmative policy statements are heartening, as indicators of society's intentions; but public health administrators and demographers are painfully aware that active programs do not follow automatically, or easily, after formulation of a favorable policy. Indeed, until recently, family planning action usually preceded policy formulation, as in the United States; but now statements of positive policy are preceding family planning action in many countries. This reflects the widespread acceptance of family planning as a fundamental human right.



A social worker explains contraceptive methods to a group of people.

Three Phases

Developing nations, moving to curb their excessive rates of population increase, pass through three discernible stages:

1. *The Pathfinder Phase.* The process begins with the introduction and promotion of family planning by individual medical and social leaders, the designation of this phase being in recognition of the work and achievements of the Pathfinder Fund during several decades.

2. *The Voluntary Association Phase.* Practitioners and leaders form organizations for more effective promotion of family planning. Such voluntary associations are usually a necessary prelude to official action.

3. *The Official Program Phase.* Upper and middle classes generally accept family planning; positive policies are formulated, and the government supports action programs to extend family planning to lower and less self-reliant classes.

Population Policies in Developing Countries

W. H. McNeill, M.D.



Contraception to Indian village women.

All three phases may be seen in Africa, where countries without family planning programs are in the majority, where the demographic transition has hardly begun, and where near-maximal fertility rates are still balanced by very high mortality rates. Maximal fertility is still considered desirable by many, and there is little general understanding of the need for its control. The President of the Malagasy Republic, for instance, said in 1967 that each Malagasy family should have 12 children. At the other end of the process in Africa are three countries—Kenya, Mauritius, and Tunisia—which have moved to the Official Program Phase of their family planning evolution, although their programs are only beginning.

In Latin America, which has the world's highest population growth rate, most countries are in Phase Two; only Bolivia and Haiti are still in the first phase of development in family planning.

The population crisis is most acute in the Near East-South Asia area, and

more than 90 percent of the people live in countries with official family planning programs. East Asia presents a mixed pattern, with rapidly increasing family planning activity in Thailand, Indonesia, and the Philippines.

A brief glance at a country in each stage of family planning development will serve to illustrate the three phases, and also to present samples of basic demographic data.

Phase One—Senegal

Senegal, in Phase One, had in 1960-61 (when the last national census was taken) 43 births per 1,000 population, and 17 deaths, which meant an annual increase of 2.5 percent. Between five and ten percent of the people are literate; the Gross National Product (GNP) per capita in 1965 was \$195.

The Senegalese Government has no stated policy on population and family planning, and no organized family planning activities are under way. Representatives of the International Planned Parenthood Federation (IPPF), Pathfinder Fund, and Population Council have visited Senegal. Pathfinder has supplied limited quantities of contraceptives to private physicians. An IPPF grant supported a limited study in Dakar of public knowledge, attitudes, and practices related to family planning, and a small Rockefeller Foundation grant in 1965 helped establish a field station for population studies under the University of Dakar.

A few local physicians offer advice on family planning, and have inserted intra-uterine contraceptive devices (IUD's). A trained midwife, operating a private maternity clinic in Dakar, has also inserted IUD's.

Phase Two—Mexico

Mexico, in Phase Two, had 45 births per 1,000 population in 1966, and 10 deaths, giving an annual pop-

ulation increase of 3.5 percent. About 70 percent of the people are literate; the per capita share of the GNP was \$470 in 1966.

The Family Planning Association, a private organization founded in 1965, operates centers within three universities at present, and there is agreement to open clinics in all 20 Mexican universities. The Association for Maternal Health runs urban clinics with several sessions a week, and also offers a two-week training course in family planning for doctors, nurses, and social workers. Other clinics are conducted by independent organizations.

The Center for Research on Reproduction, a non-profit private organization in Mexico City, has served about 12,000 women in its eight years of operation. The Center carries on three pilot projects in remote rural areas. The Foundation for Population Studies, organized in 1966, provides services in five clinics.

Mexican institutions have received grants and other family planning assistance from the Ford and Rockefeller Foundations, and from several of the international organizations in this field.

Phase Three—Ceylon

The Government of Ceylon was one of the first in Asia to recognize the need for family planning, and is now well into Phase Three. Accurate statistics on births and deaths are not available, but the rate of population increase is estimated at 2.4 percent. Literacy is 70 to 80 percent; the GNP per capita in 1966 was \$146.

Organized family planning activity in Ceylon began in 1953 with the founding of the Family Planning Association. The Association receives the major portion of its operating budget from the Government, although support also comes through grants from a number of other sources.

The Association carries on family planning work in 65 urban and 30 rural clinics on a weekly basis, and in 13 additional rural clinics on a bi-weekly basis. The clinics furnish information, contraceptives (including pills) and services.

(Continued on page 13)

Food and People from page 4

to the farmer, but he must have credit to buy them, he must know how to use them properly, he must be able to get a decent price for his crop and he must be able to get it to market.

There is ample evidence that farmers throughout the world will respond to incentives. The essential point is to see that the necessary incentives exist, that the farmer has the capability to buy the inputs that will increase his yields and that he is taught how to use the new and modern techniques.

Outside technical and capital assistance are needed to accomplish these objectives in the developing countries. AID technical assistance helps get the news about modern methods to the farmers and helps train them in their use. It helps build agricultural extension services. It helps finance demonstrations which illustrate that better methods mean larger crops. Similarly, development loans finance the importation or production of indispensable inputs such as fertilizer, insecticides and pesticides. . . .

In a number of countries, the more expensive production costs of modern farming are being financed on reasonable terms through agricultural-credit programs. AID technical assistance helps provide know-how to run these small banking operations. Local-currency proceeds from AID loans are providing some of the capital.

Developing countries are investing more funds in irrigation and, where possible, opening up new lands for agricultural use. They are building farm-to-market roads. In some countries land-reform programs are giving the farmer a larger stake in his farm and in his future. In all of these areas, AID assistance is helping to speed progress.

Since the early 1960's, the United States has pressed the developing nations to invest more in agriculture, and to adopt policies which favor and stimulate agricultural production such as price incentives; private rather than government distribution of fertilizer; agrarian reform; and liberal import quotas on raw materials for fertilizer production.

In the past few years, this advice has been increasingly heeded. In a number of countries, the influence of AID program loans has helped improve government policies with respect to agriculture. . . .

Assistance for FY 1969

In FY 1969 we propose direct agricultural assistance of \$798 million. This breaks down as follows:

- \$556 million for development loans for agricultural development;
- \$108 million for supporting assistance for agriculture in Laos, Thailand, and other countries;
- \$73 million for technical assistance to agriculture; and
- \$61 million for agricultural work by international organizations.

The pace of agricultural growth is clearly stepping up. Last month we learned that per capita food production in the less developed countries in 1967 expanded by between 5 and 6 percent over 1966—a new record. The work in laboratories, the new seeds, the use of fertilizer, better farming practices and better government policies in the less developed countries—all these things are creating an unprecedented opportunity to begin to stabilize the world food situation. . . .

While it is right to give priority to agriculture, it is also necessary to stimulate general economic growth in those countries which are working to increase their agricultural production. Agricultural development cannot be achieved in any country if the rest of its economy is permitted to stagnate or—worse still—to deteriorate.

Take the case of the forward-looking Indian wheat farmer who—thanks to the new seeds and improved practices—has multiplied the yield of his acreage several times even without double-cropping. His costs have gone up six times, but his net earnings have increased from \$67 to \$400. Or, if he is double-cropping, to \$800. But his higher earnings will mean little if he and his family cannot acquire the consumer goods they were formerly unable to afford—a sewing machine, roof tiles, shoes, a bicycle. On the other hand, if Indian industry is producing these goods, he can satisfy his

demand and the impact of thousands of larger crops like his is felt throughout the economy.

In FY 1969 AID is proposing a program loan to finance raw materials, spare parts and equipment for Indian industry, mostly in the private sector. In terms of the wheat farmer's role in the overall economy, this loan bears closely and directly on India's fight for food self-sufficiency.

Population Growth

As the President's Science Advisory Committee pointed out, a long-run solution to the world's food problem requires the developing countries not only to grow more food but also to reduce the present rate of population growth.

Our population programs are based upon four fundamental principles. *First*, overpopulation and underdevelopment go hand in hand. A country cannot move ahead when production gains are matched by population gains. *Second*, we believe that the government of every nation with a population problem, whether developed or developing, should do its utmost to increase the availability of family planning to its citizens. Our role is to assist developing countries with this job. *Third*, we must respect the sovereignty and sensibilities of the nations we assist. Family planning programs must be host nation programs—not our programs. We do not provide assistance unless we are asked to do so. *Fourth*, we will not support any family planning program unless it is voluntary. It must be freely chosen by the developing country. Each individual must be free to decide whether he or she wants to participate in any family planning program. We do not make family planning a condition of aid. [For a more detailed discussion, see *War on Hunger*, March, 1968.]

AID's assistance in this area has increased sharply in the last few years. In FY 1965 we obligated \$2.5 million for population and family planning. This fiscal year we have already obligated or committed over \$23 million in dollars plus over \$10 million in local currency. We will fund additional projects before the end of the fiscal year, and hope to reach the \$35

million figure contained in Title X of the Foreign Assistance Act. As a measure of our increased attention to this subject, in 1966 there were eight people in the Agency spending all or a major part of their time on population matters, whereas today there are 52.

We are increasing support for population research. Our first two grants under Section 211 (d), totaling \$1.4 million, will finance increased population work at the Carolina Population Center of the University of North Carolina and The Johns Hopkins Population Unit.

A substantial amount of our family planning assistance is channeled through private organizations. For example, in October 1967 we granted the International Planned Parenthood Federation \$3 million for contraceptives, vehicles and other family planning supplies and for support of IPPF family planning programs in Latin America, Asia and Africa. Last fiscal year we provided the Population Council with \$775,000 for expansion of its family planning activities in East Asia and for its highly successful postpartum family planning program in 27 hospitals in 15 countries around the world.

As is the case with food production, the direct responsibility for developing family planning programs rests squarely with the developing countries themselves. Today, some 26 developing countries have official family planning policies. A number of them are making substantial progress.

Pakistan has an active, expanding and well-administered population program. Pakistan's goal is to reduce its birth rate 20 percent between 1965 and 1970. It looks as if this ambitious goal can be met. 840,000 IUDs are now in use. An additional 1.2 million couples are using conventional contraceptives. Voluntary sterilizations of males are increasing. Pakistan is spending about \$12 million on this program this year, bearing most of the cost by itself. Sweden has helped and we have helped also, with technical experts, training and supplies aggregating about \$500,000. We have also made a Cooley loan of

\$168,000 in rupees to a Pakistan subsidiary of G. D. Searle of Chicago which will make and market contraceptives and other drug products in Pakistan. This year we expect to obligate more than \$6 million—\$750,000 in dollars and \$5.3 million in rupees—for family planning work in Pakistan.

The Indian Government has had a national family planning policy and program since 1951, but it has not been particularly dynamic or effective. Now under vigorous leadership from a new Family Planning Minister, the program appears to be moving. [See *War on Hunger*, February, 1968.] The Indian family planning budget this year is about \$41 million compared to \$1.8 million in 1963-64. The Government has opened 5,400 rural Family Planning Centers and 8,500 subcenters. Approximately 25,000 people are now working on family planning. Plants for the manufacture of condoms are being set up and modernized. . . .

Our Mission in New Delhi is now working with the Indian Government on an additional assistance package of \$4 million in dollars and \$22 million in rupees for more condoms, pills, condom packaging machinery, jeeps for family planning workers and equipment for educational and advertising work.

South Korea is conducting a very successful family planning program. An estimated 30 percent of all Korean families are now practicing family planning. Since 1963 the population growth rate has declined from 3 percent to approximately 2½ percent. The Koreans' goal is 1.9 percent before the end of 1970.

AID has helped directly with money for vehicles and for health-center and administrative expenses. This year through the Population Council we will provide a \$235,000 grant to the Planned Parenthood Federation of Korea and a \$40,000 grant to a Korean university for family planning field work and research. Sweden is also supporting the Korean program.

Latin America has the highest population growth rate in the world—3 percent—and Latin American leaders

are becoming increasingly concerned. AID has provided over \$1.9 million for the Latin American programs of a number of international organizations and also assists through our regional office for Central America and Panama.

Progress Evident

We can see real progress on the food front and the beginnings of progress on the population front. New technology—new seeds, fertilizer and pesticides—provide the opportunity to double and treble old levels of food production. Many of the developing countries are seizing this opportunity and are moving ahead rapidly.

The population problem is tougher. The technology is not yet as good, and we are all newer to the job. . . . But a number of developing countries are tackling the job, and we are doing all we can to help.

Agricultural development cannot be separated out or achieved apart from general economic development. The economies of the developing countries must grow strong enough to do two things: on the one hand, to provide the fertilizer, the new seeds, and the other ingredients necessary for increased food production; on the other hand, to provide an effective demand for food on the part of the consumer at prices profitable to the farmer.

The population problem is also interwoven with general economic development. Families will be willing to have fewer children—and will become more interested in family planning—when they themselves enjoy a higher standard of living and when more of their children survive, go to school, and get decent jobs.

In the last analysis, all of these changes must be the work of the developing nations themselves. But the success of their efforts depends on a critical margin of outside encouragement and support. A better balance between food and mouths can be achieved only with the help of development loans and funds for research, training and education. These AID, together with other aid donors, is now providing. We must continue to provide them.

Funds and Programs from page 5

Substantial Development Loan programs are contemplated for two countries in *East Asia*: Indonesia and Korea. The United States has agreed, subject to appropriation, to help meet *Indonesia's* requirements as determined by the ten nation Inter-Governmental Group, the International Monetary Fund, and the World Bank, provided the other donors do their part. We estimate that \$55 million in Development Loans plus additional amounts of P.L. 480 will be needed in FY 1969.

In the past few years *Korea* has been making excellent progress in agriculture, in industry, in education, and in reducing population growth. GNP growth has averaged 8.5 percent per year since 1961. We believe \$40 million in Development Loans is essential in FY 1969 to enable *Korea* to maintain her present momentum and capitalize on the remarkable progress she has made to date.

Appropriation cuts have sharply reduced the level of Development Loans for *Africa*—from \$98 million in FY 1967 to \$52 million in FY 1968. More is needed in FY 1969 to support regional development efforts, help the reform government of *Ghana* and support *Tunisia's* strong development effort.

More than \$34 million is proposed for loans to support *regional development*.

In *Ghana*, a \$15 million loan will finance goods for the industrial and agricultural sectors as part of a multi-donor effort led by the IMF to help restore economic stability.

More than \$20 million is proposed for *Tunisia*, including a \$10 million loan for import of agricultural and industrial commodities and a \$5 million loan for ground water development. A previous AID project in Central *Tunisia* has shown that irrigation can raise farm incomes eight times over that possible in dry land farming. This loan will spread irrigation to other parts of the country.

Technical Assistance

The President has requested \$235 million for Technical Assistance in FY 1969 (\$8 million less than last

year's request). With recoveries, it will fund a program of \$253 million.

All developing countries need Technical Assistance to provide needed skills, develop trained manpower, build basic institutions, and prepare for capital investment.

The FY 1968 cut in Technical Assistance has largely restricted us to continuing ongoing activities. In FY 1969, we need to do more in institutional grants, in research, and to speed progress in agriculture, family planning, education and other fields.

- In *Africa*, \$80 million is needed to train teachers, provide skilled manpower and expand regional development activities in response to African initiatives.
- In the Near East and South Asia, \$46 million is needed for population programs, for secondary and higher education, and to help governments carry on priority programs in agriculture.
- In *East Asia*, \$63 million is needed to spread rural development, education and health programs, and to assist Asian initiatives for regional development.

Supporting Assistance

We are requesting \$595 million for Supporting Assistance. This will enable us to carry out a \$629.5 million program. Programs are planned for seven countries:

Vietnam	\$480	million
Thailand	50	"
Laos	39	"
Korea	25	"
Dominican Republic	20	"
Haiti	2.5	"
Congo (K)	8	"

For *Vietnam*, \$480 million is proposed. The program was planned before the Vietcong offensive which began January 30. In the months to come, changes in scope and composition may be required as the situation develops.

For other countries, proposed programs total \$144 million. This compares with a level of \$653 million in FY 1961 for countries other than *Vietnam*.

In *Korea*, we need \$25 million for FY 1969 to help that nation shoulder her large defense burden. Supporting Assistance has been steadily reduced

as *Korea's* economy has grown stronger. In *Laos* (\$39 million) and *Thailand* (\$50 million) Supporting Assistance is needed to help maintain internal security and promote rural development. In the *Dominican Republic*, \$20 million in Supporting Assistance Loans will be used to attack unemployment and support fiscal reforms.

The Alliance for Progress

The President has requested \$625 million for the Alliance for Progress, \$110 million of which is for technical assistance grants. With recoveries and receipts, this will fund a program of \$685 million.

About 70 percent of these funds are planned for *Brazil*, *Chile*, *Colombia* and Central America.

Brazil is making progress in containing inflation and resuming economic growth. In 1967, real GNP growth exceeded 5 percent for the first time in five years. AID assistance for FY 1969 is planned at \$215 million. A \$75 million program loan will support continuing economic stabilization efforts. Sector loans in agriculture and education will total \$60 million. The agricultural loan will provide credit to help farmers invest in on-farm storage facilities, fertilizer, seed and pesticides needed to increase earnings and production. The loan for education will help finance the beginning of a free secondary school system.

Chile, under the administration of President Frei, has achieved an annual per capita growth rate of nearly 2.5 per cent—the Alliance target.

For FY 1969, \$83 million is planned. A \$35 million program loan will support the economic stabilization program. Over the past three years, inflation has been cut in half to about 20 percent. \$30 million is needed for sector loans in agriculture and education.

In *Colombia*, we plan a \$95 million program in FY 1969. The Colombian economy has been hurt by falling coffee prices. The resulting drop in her foreign exchange earnings threatens to choke off growth. \$65 million in program lending will finance U.S. goods and raw materials *Colombia's* private sector needs to grow. A \$15

million agricultural sector loan will provide fertilizer and machinery to help Colombia boost food production. A \$10 million education sector loan will begin an attack on the critical secondary education bottleneck which now denies real educational opportunity to the majority of Colombia's people.

Central America has made rapid strides toward economic integration in the last few years. But the increase in traditional exports which spurred growth has stopped, and now the Central American governments must expand their investment and raise more revenue. For FY 1969, \$15 million in Alliance Technical Assistance and \$68 million in Alliance loans are planned. The World Bank and the Inter-American Development Bank are also expected to provide substantial assistance. The keystone of the program is a \$25 million loan to the

Central American Integration Fund to continue to build physical links among the Central American nations.

The U.S. Coordinator for the Alliance for Progress will appear before you later to spell out in more detail the program proposed for FY 1969.

Other Requests

The President has also requested:

- \$154 million for Voluntary Contributions to International Organizations;
- \$100 million in authorization for the Contingency Fund; the appropriation request is \$45 million;
- \$58.8 million for AID administrative expenses, and
- \$20.5 million for American Sponsored Schools and Hospitals Abroad, Investment Surveys, and Administrative Expenses, State.

An Overview of Population Policies

(from page 9)



Egyptian fathers hear lecture on planned parenthood.

An important factor in the growth of the Ceylonese family planning movement has been aid from the Swedish International Development Authority (SIDA) which began with a bilateral agreement of the two Governments in 1958. A Ceylon-SIDA research project initially undertaken in two pilot areas was so successful that the program was extended to three additional areas in 1962. Activities include research and analysis,

training of Ceylonese personnel, provision of birth control materials, and the initiation of Family Welfare Centers with prenatal, post natal, and well-baby clinics.

Between 1958 and 1966 the estimated population growth rate dropped from 2.9 to 2.4 percent. The Ceylonese Government is now embarked on a nationwide program aimed at reducing the birth rate by at least one-third by 1975.

The United States is confronted with a number of urgent and pressing tasks. Some people believe that development is not one of them, or that it can be put off for a while—that foreign aid can wait.

But foreign aid cannot wait. Development is not a luxury—it is a driving necessity that absorbs the attention, the energy and the resources of more than half the people in the world. Their problems will not go away, and they will not wait until tomorrow to try to solve them.

Development momentum is building up in the countries we have been aiding. Continued strong efforts on their part—and adequate aid on ours—are needed to keep this momentum going. If it is lost, it will be a long and costly business to get started again. We must get on with the job of development today, if we are to live in a world of peace tomorrow.



Ceylon's Family Planning Association receives support from several international organizations. The Ford Foundation, through the Population Council, provided a two-year grant of \$271,000 for the family planning program. The Population Council has assisted in field studies of fertility trends and attitudes made by the University of Ceylon.

These, listed briefly, are some of the steps with which many developing countries are just now crossing the family planning threshold. The combined impact of rapid population expansion and more acceptable and effective means of containing it has crumbled ancient religious and social barriers to birth control. The world is ready for family planning, and the movement to make this fundamental right universal is accelerating rapidly.

Family planning has become a highly communicable concept, whose growing acceptance around the world is reflected by the speedy evolution of family planning policies and programs.



(EDITOR'S NOTE: In the second part of this paper, to be published in War on Hunger in May, Dr. Ravenholt will discuss "Methods of Family Planning.")

Woods from page 2

20 years of development assistance, assessing the results, clarifying the errors and proposing the policies which will work better in the future. This proposal has been under consideration by governments and the reaction is generally favorable. I expect the group will be assembled and the study will be started in the near future.

Embracing virtually all aspects of the development efforts and virtually all the nations engaged in it are the international organizations. Many of these are specialized agencies associated with the United Nations, but they also include the Organization for Economic Cooperation and Development as well as the regional development banks.

These entities have made significant contributions to economic development and the protection of peace. It would be unrealistic, nevertheless, not to recognize that the international organizations are in danger of disappointing the publics which support them. One reason, unquestionably, is the continuing multiplication of new organizations. In the end, the sight of so many hands outstretched from so many different directions, in gestures either of help or of supplication, must lead to confusion and bewilderment. It is time, I suggest, for us in the international organizations to take an anti-proliferation pledge: to reserve the creation of new entities for functions that clearly have no possible home among the many rooms offered by the international family; to allow the organizations to concentrate their attention on the improvement of existing efforts; and to permit them to work out a more effective coordination and distribution of labors among themselves.

Opportunities Increase

We live in a world of change, a world in which not only problems but opportunities are multiplying at increasing speed. The new opportunities being opened up by advances in technology, if we take advantage of them, could bring about important breakthroughs on some of the most difficult development problems, and could help bring about a spectacular transformation of the prospects of the developing countries. Let me mention a few possibilities:

One—Greatly increased yields in agriculture through the availability of large quantities of fertilizers at low cost. This can be achieved on the basis of new processes for producing cheap ammonia. A high degree of international cooperation is required to achieve the chain of primary materials, manufacturing facilities, and financing and distribution organizations needed.

Two—A considerable fortification of nutrition, through the continuing development of plants producing high crop yields and containing high protein and caloric values. Advances already made in this respect are beginning to be widely applied.

Three—Overcoming water shortages by making sea water usable for drinking, for industrial use and eventually for agricultural use. Processes for large-scale desalting of sea water are soon to have their first trials; and the cost of making sea water suitable for drinking

and for irrigation may in this generation approach levels which would make possible applications on a wide scale.

Four—A worldwide slowing in rates of population growth, based on simple, inexpensive, and reliable methods of birth control. Here the problem is not only further technical advance but also accelerated social action to see that the technology is used.

Performance Falls Short

Up to now, performance in development and in development assistance has fallen short of our aspirations. The prosperous nations have been irresolute and to some extent even irrelevant in their efforts to assist the less developed countries. The underdeveloped world is very far from being in a position to say that it has done all it could to help itself. Among international organizations, a multiplicity sometimes verging on disarray is evident.

Despite this, much progress has been made and much more, I am convinced, is in prospect. The speed at which development moves forward will depend much on the spirit in which the older and richer countries, the newer and poorer countries, and the international organizations all conduct their common efforts. *Imagination* will be indispensable to meet the many and almost infinitely diverse challenges of the situation of the developing nations. *Patience* is a quality which will be needed in plenty, because the way for many nations will be long; pauses and setbacks are bound to happen.

The tasks facing rich and poor countries alike—of reconciling rival political views, or relaxing social tensions, of refereeing intense competition for budgetary resources, of providing for internal order and external defense—these common tasks ought to engender mutual *respect* and *tolerance* between the countries giving aid and those receiving it. And in the face of the scale and seriousness of these responsibilities which national authorities are carrying, *humility* is the way the international agencies, with their armies of initials, ought to conduct their business of trying to act as inspiration and guide to development.

Savants and scholars tell us that humanity is now passing through a revolutionary transformation more important than anything since the changes that followed on the invention of agriculture, perhaps ten thousand years ago. Advances in scientific discovery and technical application follow each other with more and more bewildering speed. The technological revolution greatly increases the potential of mankind, but increases it both for good and ill; we stand at a point where humanity literally has the power either to blow itself to bits or to achieve for the whole human race security and comfort of which kings of old never dreamed.

So far the world is only beginning to tap its new potential. Nevertheless, that beginning gives reason to hope that at this particular turning in the road of human history, we will go in the right direction: that just as man turned long ago from savagery to civilization, he will now turn toward an increasingly better life on this planet.



Philippine Rice from page 7

Harold Cooley

Former Representative Harold D. Cooley, who once chaired the House Agriculture Committee, expressed his "fervent hope that as we progress in this War on Hunger, millions of idle acres may be brought back into production, with full price protection for our farmers. This program should then cause rural America to flourish, supporting on our farms many thousands of people who otherwise would be crowded into our cities, and infusing new strength into the national economy."

Rep. Poage

Representative W. R. (Bob) Poage (D-Tex.), present Chairman of the House Agriculture Committee, noted that American farmers today are getting less income from their crops than they did 20 years ago, and declared that "there must be a more equitable return to the farmer, a profit incentive, to encourage him to invest his time and money toward greater production. This is a principle that is fundamental to agriculture the world over. You simply cannot over a long pull bring about increased production by lowering the price the farmer gets for his crop. Such a step might temporarily benefit consumers, but in the long run it will result in lower production and consequent higher prices and even shortages at the consumer level . . . Today we are faced with the unhappy choice of protecting our own balance of payments or that of foreign countries. I don't want to hurt anyone but I believe it is vital to the economy of the entire world to protect America's balance of payments and the strength of the American dollar. Therefore, I would anticipate there must be some concessions on the part of the countries we are helping, or we will have to withdraw this aid. The people of the world must realize that the days of surplus food are gone. Any food or fiber we may supply under Public Law 480 is food and fiber for which the United States must pay. The recipient nations are going to have to pay something more substantial than they have in many cases paid in the past."

Sen. Miller

Senator Jack Miller (R-Iowa) denied that the U.S. has "any apologies to make to anyone for the help we are extending to other people in the family of nations. If it is suggested that we ought to be doing more, one simply has to point out that we are facing a budget deficit of close to \$19 billion, and that if we are to put a stop to inflation, this \$19 billion deficit is going to have to be overcome by both deep cuts in spending and a tax increase. Then and not until then—or when the cost of the war has been eliminated—can one prudently and realistically talk about 'doing more.' Meanwhile, the depressed condition of American agriculture cannot long continue without disastrous results to our own food requirements. It is only fair to suggest that other 'have' nations, which are not sharing in the burden of the tragedy of the war in Vietnam, take on a greater share of the burden in assisting the developing nations, especially in meeting the tragedy of hunger and malnutrition."

Sen. McGovern

Senator George McGovern (D-S.D.) said he thought "all is not well in this crucial war" against hunger, and cited these points: \$10 million in foreign assistance funds was earmarked for grants to colleges and universities for adaptive research and strengthening overseas assistance capabilities in 1966, and "the \$10 million of earmarked AID funds was not spent as directed; a new effort to strengthen our assistance capabilities by creation of an International Extension Service Corps has stimulated nothing more than another commission to study the role of colleges and universities in the assistance field. This came from the colleges and universities themselves, although we have been in the Point Four business for two decades and the Gardner report has not yet gathered sufficient dust to conceal its contents. Of the \$7.4 billion authorized under the two-year Food for Peace Act of 1966, plus the carryover, only a little less than \$3.5 billion will be expended. The new budget shows we are operating a \$1.701 billion program this

fiscal year and expect to go to \$1.791 billion in fiscal year 1969. The two years' outlay will total less than one year's authorization."

Also, said Sen. McGovern, we have been invited to take a new "realistic" view of the world food crisis by a Department of Agriculture study which "changes the yardstick for measuring the adequacy of food supplies from minimum nutritional needs to 'effective demand.' . . . If 'effective demand' were our yardstick, we would have no domestic school milk, school lunch, relief feeding or Food Stamp Programs. We expanded our domestic wheat acreage allotment in 1967 by 32 percent and farmers planted 26 percent more acres, followed by a contraction of wheat shipments, a build-up of stocks, lower farm prices and substantial, justified bitterness among farmers who believe they were expanding production to meet need—not to depress their own prices and income. The organizational structure of the War Against Hunger remains uncoordinated without a commander-in-chief. The old Food for Peace office has been moved out of the White House and is being liquidated by State."

Dr. William Darby

Dr. William J. Darby, a biochemist from Vanderbilt University, said he thought the "greatest limitation on the application of corrective nutrition measures at this moment is the lack of knowledgeable, properly trained personnel both in this country and abroad—personnel able effectively to guide and institute sound corrective measures." Universities, he added, must develop mechanisms to support "career commitments (in) the pressing fields of nutrition in medical education and research, food science, agriculture, veterinary medicine, reproductive physiology, social anthropology, economics, history, language, political science and even comparative religion. All of these fields and more bear directly upon resolution of the complexities of improving nutritionally the lives of children in villages, towns and cities on this earth—and in winning the War on Hunger."

IN BRIEF

Commercial Protein

Studies on the possibilities of establishing commercial high-protein food industries in developing countries have been "greatly encouraging," Dr. Martin J. Forman, acting Director of AID's Nutrition and Child Feeding Services, has announced.

The year-old joint government and industry study program, financed by AID's Office of the War on Hunger, has conducted market surveys and product-testing programs. "If these programs develop as we anticipate," Dr. Forman said, "Industry may find it profitable to market the protein food products most needed by hungry people in other nations. Our goal is to make this essentially humanitarian effort profitable and self-sustaining."

CROP Meeting

Regional representatives of CROP—the Christian Rural Overseas Program—were given an extensive briefing on the War on Hunger on Feb. 19 by AID Administrator William S. Gaud, Herbert Salzman, Assistant Administrator, Office of Private Resources, and Irwin R. Hedges, Acting Assistant Administrator, Office of the War on Hunger.

Service staff directors within the War on Hunger Office also spoke. They included:

Dr. Lee Howard, Health Service; Dr. R. T. Ravenholt, Population Service; Dr. Martin Forman, Nutrition and Child Feeding Service; George Parman, Food From the Sea Service; Dr. Douglas Caton, Agriculture and Rural Development Service; Frank Ellis, Food for Freedom Service; and Howard Kresge, Director of the Voluntary Agencies Division.

Among the questions posed by the CROP representatives following the meeting were these: "Why is agricultural development so poorly received? Is it the fault of local governments or our own?" "What is needed to step up the War on Hunger? It would appear that we are fighting only a skirmish compared to the need and

urgency of the problem as reported by the President's Science Advisory Committee study."

Latin Loans

Two loans from the Inter-American Bank, totalling \$25 million, will be used by Brazil to develop agricultural industries. The funds will go to small- and medium-size private enterprises and cooperatives to set up, expand, or modernize industrial plants to process agricultural, livestock, forestry, and fishery products.

A loan by the Inter-American Bank, equivalent to \$1,950,000, will help the Dominican Republic build 89 small-town water systems which will benefit about 124,000 persons. The 89 systems are the first stage in a National Rural Water Plan to build 650 water systems.

Better Bread for India

A bakery that opened in Bombay in January is producing what may be the world's most nutritious bread, fortified with vitamin A, thiamine, riboflavin, niacin, iron, and lysine. Technical assistance from AID helped transform the bakery from a bread project to a nutrition project.

Automatic equipment was provided under the Colombo Plan by Australia and Canada. The government-owned bakery is the first of ten now being built or planned in India. Production will be 100 million loaves per year.

In Print

Recent Publications of Interest

Campaigns Against Hunger, by E. C. Stakman, Richard Bradfield and Paul C. Mangelsdorf. The Belknap Press of Harvard University Press, Cambridge, Mass. 1967. 328 pp. \$7.50.

The dramatic story of the Rockefeller Foundation's involvement and success in developing the new strains of wheat and other foods that revolutionized Mexican agriculture and may do the same elsewhere in the world. Non-technical and well-illustrated, it is aimed at the layman, but technicians and economic developers should find it useful, too.

Quotes

"To conduct meaningful relations with the backward half of the world, the United States must recognize the urgency of its need for progress. As a major power, we have the strength to force our way on issues that concern us. But political relations involve more than the threat of force; our own sensibilities tend to curb the use of force. So long as national progress is the overwhelming concern of the new nations, we must work with them to achieve their goals. Our aid programs offer a way to meet both our national interests in the world and the aspirations of the developing nations.

"... In neglecting development, we also encourage unrest, racism, and hostility within the new nations. The target, inevitably, is the developed half of the world. When we neglect development, we jeopardize the possibility of peace."

William S. Gaud

Administrator, Agency for International Development

"Why can't Asia, Africa and Latin America feed themselves? All they have to do is to adopt the modern scientific agriculture that every farmer in North America, Europe, Japan and even Russia knows, and they would have plenty to eat. The answer is quite simple: at least 90 percent of the farmers of Asia, Africa and Latin America are totally illiterate—they can't read or write or add numbers, nor do they understand the elements of plant biology. Now you may say a good farmer does not have to be a college graduate, but nevertheless he needs to be able to read, write and do simple arithmetic."

Raymond Ewell

Vice President for Research
State University of
New York at Buffalo

The following directory aims to help speed requests for specific information on the War on Hunger. Mail should be addressed to:

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